

CHAPTER 2

REGIONAL GOALS AND POLICIES

INTRODUCTION

Goals and policies form the vision and the guidelines for transportation planning and development. The goals provide the vision of the transportation system, and the policies provide the guiding framework for implementing the vision. Goals and policies are often developed at all levels of government – state, regional, county, and city. This chapter presents the regional goals and policies developed by the PRTPO and discusses how those regional goals and policies relate to local goals and policies.

Regional goals and policies should coordinate with local goals and policies. The goals and policies should be complementary, so they work together and not against each other. While the regional goals and policies are intended to guide transportation planning, they are also meant to allow room for local variation. Local transportation planning is both complex and unique—each community has its own unique vision and planning process. These goals and policies are meant to support those individual needs while providing a regional framework, regional guidance, and regional support.

Broad representation within the PRTPO provides the opportunity for discussing mutual issues and coordinating jurisdictions. Because counties, cities, tribes, and others are represented within the PRTPO, regional goals and policies received widespread review. Furthermore, the makeup of the PRTPO helps achieve coordination among jurisdictions. The PRTPO has put together the following goals and policies in sequential, not priority – order. Priorities have not been placed on any of the goals and policies.

These goals and policies were reviewed at all levels of the PRTPO – from the Technical Advisory Committee (TAC) to the Executive Board. In addition to providing a forum for critique and coordination, this review allowed a wide range of transportation professionals – from those who were involved with the implementation and daily operations to those involved in governing and policy development – to contribute and critique the goals and policies.

This chapter is divided into two main sections. The first section discusses the regional goals and policies and then follows with a comparison of the regional and the local goals and policies. In the first section the discussion focuses on the categories of regional goals and policies and then presents them in full. The second section is an analysis of the consistency between the regional goals and policies and the county goals and policies. This comparison examines the local goals and policies for consistency with the PRTPO goals and policies. City goals and policies are assumed to be coordinated with county goals and policies.

REGIONAL GOALS AND POLICIES

The goals and policies for this regional transportation plan were developed in conjunction with the PRTPO's Technical Advisory Committee (TAC) and with the Subcommittees of the TAC. Draft goals and policies were given to the TAC for review and comment. The revised goals and policies were then sent to the various subcommittees, who further refined the goals and policies.

After development by the TAC and its subcommittees, the Regional Goals and Policies were forwarded to the Policy Board for review and discussion. The Policy Board approved and adopted the submitted Goals and policies and passed them onto the Executive Board, which also approved and adopted the Goals and Policies.

The regional Goals and Policies are made up of six categories. The first is overall Goals and Policies. The remaining five categories range from Level of Service to Airports. Multimodal concerns are incorporated throughout all levels of the Goals and Policies. Each category of goals has several policies describing and defining implementation guidelines. A full listing of the categories is presented below.

- Overall
- Level of Service
- Airports
- Freight
- Highways
- Bikes, Paths, and Trails

Because they provide a vision and a framework, and not step-by-step directions, the regional goals and policies are necessarily brief. More extensive and more detailed goals and policies are appropriately developed at the county and city level. They are intended to guide local jurisdictions, and that guidance should leave room for each jurisdiction's unique character, community, and vision. The Regional Goals and Policies are presented in sequential — not priority— order.

Overall Goals

1. Coordinate travel between different modes.
2. Support reducing the reliance on the single occupant vehicle and increasing use of alternative modes in urban growth areas and in regional commuter traffic.

Goal A) Develop multimodal transportation service connections and transfers at transfer sites such as ferry terminals, airport facilities, and bus depots. Develop a multimodal transportation system that provides safe, economical, and convenient options for all modes.

Policy 1 Minimize the walking distance between different modes at transfer points and, when feasible, provide the passengers with shelters, paths, and other facilities for comfortable and convenient transfer conditions.

- Policy 2 Support implementing schedule coordination among modes.
- Policy 3 Consider and, when possible, implement the following when developing transit transfer centers.
- a) Locate transit transfer centers in activity centers.
 - b) Provide safe access for pedestrians and bicyclists.
 - c) Provide storage facilities for bicycles where feasible and appropriate.
 - d) Give high occupancy vehicles priority in traffic and ferry operations.
 - e) Concur with local land-use plans.
 - f) Include multimodal access, including a pedestrian network, to the transfer center. This access shall be promoted through development standards for adjacent projects.
- Policy 4 Develop a regional park-and-ride lot system that implements the following characteristics:
- a) Provides convenient/safe access to transit.
 - b) Minimizes adverse impact to adjacent land-uses.
 - c) Evaluates the feasibility of incorporating retail services into park and ride lots. This includes consideration of the impacts on adjacent or nearby business.
 - d) Provides access for pedestrians and bicyclists and related facilities, such as bike racks.
 - e) Coordinates with other parking lot owners, such as churches or movie theaters, to provide joint use park-and-ride lots.
- Policy 5 Provide cost-effective and time efficient alternatives to the single occupant vehicle to maintain personal mobility while reducing vehicle trips.
- Policy 6 Support shared use of the roads or corridor by different travel modes.
- Policy 7 Support and develop convenient transfers between modes.
- Goal B) Encourage adoption of land-use development regulations that implement transit-oriented development within Urban Growth areas.

- Policy 1 Support site designs that encourage high occupancy vehicle/vessel travel and discourage single occupancy travel.
- Policy 2 Encourage land use development at ferry terminals, which supports transit use.
- Goal C) Encourage reducing reliance on the single occupant vehicle by reducing the need for vehicle trips and by providing and coordinating other modes of transportation. Also support increasing the cost and time savings of alternative modes so they are effective competitors to the single occupant vehicle.
 - Policy 1 Promote the use of the Peninsula marine resources as mass transit.
 - Policy 2 Improve passenger-only ferry service.
 - Policy 3 Consider providing incentives to transit, such as offering free transit passes in lieu of private vehicle mileage reimbursement.
 - Policy 4 Promote disincentive strategies to the single occupant vehicle such as parking fees.
 - Policy 5 Use fare differential to influence peak/off peak travel and parking.
 - Policy 6 Encourage reducing single occupant vehicle trips by supporting the major employment and commercial centers enacting ride sharing, transit, staggered work hours or other transportation demand management strategies.
 - Policy 7 Support capital improvement projects that facilitate and contribute to the success of transportation demand management measures.
 - Policy 8 Support changes in federal law to allow greater subsidies for high occupancy vehicle/vessel efforts.
 - Policy 9 Assess the impact of increased vehicle and passenger capacity ferries on public transportation policies.
 - Policy 10 Identify regional corridors for development of high frequency public and private ferry/transit multimodal transportation systems.

Goal D) All transportation modes and facilities should be accessible to all persons.

Policy 1 Encourage the participation of volunteer organizations in transportation planning.

Policy 2 Define and inventory the special needs transportation population.

Policy 3 Determine and provide desirable levels of accessibility as required by the American with Disabilities Act (ADA).

Policy 4 Support transit, alternative, and multimodal travel with land use policies for low-income housing, affordable housing, higher density housing, and major employment centers.

Goal E) The geographic region of the PRTPO is uniquely situated to use marine transportation corridors. These marine corridors will be consistently and regularly considered in all transportation issues.

Policy 1 Consider ferry routes and vessels as a form of mass transit.

Policy 2 Promote the use of the Peninsula marine resources as a form of mass transit and, where appropriate, improve passenger-only ferry service.

Policy 3 Coordinate ferry schedules with transit schedules.

Policy 4 Promote high occupancy vehicle priorities on ferry vessels.

Policy 5 Support capital investments, which give high occupancy vehicles priority on, ferry vessels.

Policy 6 Support changes in federal law to allow greater subsidies for high occupancy vehicle/vessel efforts.

Level of Service

Service objectives should vary in urban, and rural areas to reflect the primary roles and objectives of the transportation system within each of these areas.

Higher volumes of traffic are expected in urban areas because of the concentration of economic activities. These high congestion levels are considered acceptable and a normal part of doing business in a city. Acceptance of relatively high congestion levels in urban areas during peak hours also encourages people to find transportation alternatives, like carpooling or walking. These alternatives are less expensive than constructing new roads.

On the other hand, highly congested conditions on rural roads would not be acceptable to the region's residents. Such highly congested conditions may lead to more accidents and significantly

longer travel times. Also, low-density development reduces the viability of transit. Consequently, higher service standards make more sense in rural areas than in urban areas.

In rural areas, capacity may also not be the most significant service consideration. In these areas, capacity may only become an issue on a seasonal basis (such as during peak tourist and agricultural seasons or during seasonal festivals.) Service objectives may more appropriately focus on safety, reliability, and scenic qualities, rather than roadway capacity. Roadway capacity levels of service may focus more on tourist peaks rather than commuter peaks.

- Goal 1 Emphasize the safe movement of people and goods.
- Goal 2 Establish regionally coordinated service objectives for arterial and transit facilities within the region to encourage the efficient use of the existing regional transportation system.
 - Policy 1 Regionally coordinated service objectives should distinguish among the different needs of transportation systems in urban and rural areas.
 - Policy 2 The State Department of Transportation should set transportation funding priorities in coordination with established regional service objectives.
 - Policy 3 Transit level of service should address the following service objectives:
 - a) Degree of route coverage by type of service, i.e. routes, ridesharing & Para transit, in residential and employment activity centers.
 - b) Frequency of service during peak and off-peak hours.
 - c) Travel speed relative to single-occupant vehicles.
 - d) Availability of Transportation Systems Management (TSM) measures, such as signal control, that provide transit and rideshare vehicles an advantage in either travel time or access.
 - Policy 4 Develop coordinated level of service standards through the following:
 - a) Coordinate regional level of service standards with counties and cities.
 - b) Assist in coordinating level of service standards between different transportation modes in the region.

Airports

- Goal 1 Recognize the region's air transportation needs by including in the regional transportation plan a system of airports located to conveniently serve the area's population.

- Policy 1 Adopt the list of airports identified in the Washington State Airport System Plan as serving the Kitsap/Olympic Peninsula Region. These airports are listed below.

Airport Name	Service Level/Design Type
Bremerton National	General Aviation Transport
Forks	General Aviation Basic Utility
Jefferson County International	General Aviation Basic Utility
Port Orchard	Private Ownership Public Use
Quillayute State Airport	
Sanderson Field (Shelton)	General Aviation General Utility
Sekiu	Municipally Owned Airport
Sequim Valley	Private Ownership Public Use
Wm R. Fairchild International Airport	Primary Service Transport

- Policy 2 Recognize that two additional privately owned/public use airports in the region not on the State Airport System Plan also provide a valuable service to the region's communities. These additional airports are listed below.

Airport Name	Service Level/Design Type
Apex Airpark (Silverdale)	Private Ownership/Public Use
Diamond Point (Clallam county)	Private Ownership/Public Use

- Policy 3 Future airport related development will be concentrated at the region's existing airports which are identified in policies 1 and 2, or at other airports when they *are* identified essential public facilities in local comprehensive plans.

Goal 2 Prevent land use conflicts around the region's airports.

- Policy 1 Keep housing, schools, and other noise sensitive land uses away from airports to avoid gradually bringing more people within range of the noise created from aircraft operations, and thus generating complaints and opposition to the airports.

- Policy 2 Prevent construction in airport vicinities of high buildings and other structures, which obstruct normal aircraft flight and represent a safety hazard.

- Goal 3 Use appropriate tools and techniques developed to identify potential land use conflicts in the vicinity of airports and to prevent land use conflicts.
- Policy 1 Airports that have developed noise exposure maps under Federal Aviation Regulation Part 150 (which provides guidance for noise control and land use compatibility planning) will provide the maps and reports to local governments to assist in developing appropriate land use plans and zoning for the airport vicinity.
- Policy 2 Airports with master plans that include a necessary airspace plan will provide those master plans to local governments. Local governments may use the plans to adopt height restrictive ordinances for the airport vicinity.
- Policy 3 Any industrial uses in the airport vicinity will be regulated to prevent impacting airborne aircraft because of height of structures, smoke, glare, lights which shine upwards, and radio interferences from transmissions.
- Policy 4 All reasonable efforts will be made to minimize hazards from wildlife.
- Policy 5 Ensure that developments in the airport approach area (safety zone) will not be visually distracting, creating electrical interference nor cause other safety problems for aircraft.
- Goal 4 Provide adequate roadway and transit connections to airports from existing major arterials streets, roads and highways.
- Goal 5 To recognize Seattle-Tacoma International Airport (SeaTac) as the major air carrier hub airport serving the State of Washington. Because of the need to preserve a long-term convenient air link with the Seattle/Tacoma hub and the communities of the state, the PRTPO encourages airspace and ground facility improvements at SeaTac that will increase capacity, help prevent land use conflicts, minimize arrival and departure delays, and maintain connections with the Olympic and Kitsap Peninsula regional airport system.

Freight

The region's economic health relies heavily on the ability of the transportation system to move freight and goods efficiently in and around urbanized metropolitan areas. However, rapid increases in business activity, population and traffic have accelerated roadway congestion. The loss of truck-rail intermodal ramps in rural locations has resulted in freight being trucked to centralized inter-modal facilities commonly located in urban areas, also contributing to increases in urban congestion. This increase in heavy containers being hauled on roads accelerates roadway deterioration, thereby reducing capacity and increasing infrastructure needs. Lastly, the surface transportation system's ability to efficiently move freight should keep pace with the international trade growth and related cargo shipping.

- Goal 1 Provide a transportation system that supports the economic vitality of the Kitsap/Olympic Peninsula region, and prepares for long-term freight mobility needs.
- Policy 1 Work towards a procedure and funding mechanism for identifying and assessing resources needed to establish and maintain a core system of all-weather roads for freight travel.
- Policy 2 Identify options to mitigate both the impacts of urban congestion on roadway freight movement and the impacts of roadway freight movement on urban congestion.
- Policy 3 Recognize and enhance the intermodal freight connections, such as, ports and rail-barge facilities, which are critically important to freight transportation on the Peninsula.
- Policy 4 Support the development and enforcement of regulations governing the weighing and transporting of containerized cargo, to lengthen the useful life of roadways.
- Goal 2 Provide for a safe and efficient transportation system for freight.
- Policy 1 Promote plans, procedures and systems intended to provide safe freight movement and routing and to reduce accidents, vehicle breakdowns, spilled loads, or other events, which reduces roadway capacity.
- Policy 2 Place greater emphasis on both transportation demand management strategies and freight management strategies that enhance efficient goods movement.
- Policy 3 Support transportation system capital improvement projects that facilitate and contribute to the success of transportation demand management measures.

Highways

- Goal 1 Increase the efficiency of the regional highway system by maximizing use of existing facilities.
- Policy 1 Encourage land use and access control to preserve the integrity of bypass routes.
- Policy 2 Optimize traffic signals synchronization to minimize travel delays.
- Policy 3 Examine and implement ways to reduce congestion on the regional highway system.
- a) Use intermittent passing lanes throughout the Regional Transportation System.

- Policy 4 Encourage Transportation Demand Management techniques throughout the region.
 - Policy 5 Support the development and implementation of a regional access management system for the regional highway system to reduce interference from the local roadway network. (Consolidate access points through shared access, frontage roads, etc.)
 - Policy 6 Implement Transportation System Management techniques throughout the regional system and monitor rates of high occupancy vehicle (HOV) usage.
 - Policy 7 Provide cost effective and/or time saving travel alternatives to single occupant vehicles (SOVs).
- Goal 2 Support improving the quality of travel on the regional system.
- Policy 1 Identify and protect outstanding scenic vistas visible from the regional transportation system, and enhance those vistas where appropriate and feasible.
 - Policy 2 Provide adequate facilities (including parking and traveler information) at appropriate locations such as vista points.
 - Policy 3 Encourage annual litter cleanup on the regional system.
 - Policy 4 Control roadside signs along the regional system.
 - Policy 5 Support developing a coastal highway system.
 - Policy 6 Provide bicycle-friendly facilities on bicycle routes designated on the Regional Transportation System.
- Goal 3 Improve travel safety on the regional system.
- Policy 1 Whenever possible, designate alternate bicycle routes off the regional system.
 - Policy 2 Provide enhanced roadway/informational/directional signing along the Regional Transportation system when appropriate and feasible.
 - Policy 3 Provide bicycle-friendly facilities on bicycle routes designated on the Regional Transportation system.
 - Policy 4 Encourage placement and operation of safety rest stops along the regional system about every 75 miles.

- Goal 4 Capacity improvements to the Regional Transportation system shall be consistent with the regional goals and policies.
- Policy 1 Develop a priority process for improvements on the Regional Transportation System.
- Goal 5 Support developing right of way options for future transportation use.
- Policy 1 Inventory existing public agency held right of way along the Regional Transportation System, whenever possible and feasible.
- Policy 2 Identify existing and potential funding sources for right of way preservation, whenever possible and feasible.

Bikes, Paths and Trails

- Goal 1 Provide a range of non-motorized opportunities within the Regional Transportation System.
- Policy 1 Encourage access to all modes of transportation.
- Policy 2 Coordinate facility planning throughout the Regional Transportation System area.
- Policy 3 Provide bus bike racks and bike lockers at transit and ferry facilities and other appropriate destinations within the Regional Transportation System.
- Policy 4 Promote non-motorized transportation facilities to enhance tourism on a regional basis.
- Goal 2 Plan and construct separate off-highway bicycle trail facilities, when economically feasible, along the regional transportation system in the Kitsap/Olympic Peninsula region. Off-highway trail facilities refers to facilities not immediately adjacent to highways. These facilities may be either within or outside of existing local or state right-of-way.
- Goal 3 Produce a Regional Bike, Path, and Trail Map.
- Policy 1 Pursue funding for trail development each year.
- Policy 2 Provide for bicycle safety educational materials as part of the regional bike, path, and trail map.

SUMMARY

The regional goals and policies indicate that the PRTPO supports a multi-modal transportation system. This support is clearly expressed in the Overall Goals. The fundamental elements of the overall Goals support coordination between different travel modes and for reducing reliance on the single occupant vehicle. Level of Service is related to urban and rural development patterns. Airports recognize the type of use of each airport and the need for supporting land use policies. Freight mobility is recognized as important to the region's economy. Highway system efficiency, safety, and quality of travel are emphasized. Bicycle and other non-motorized opportunities are recognized as part of the Regional Transportation System.